DOCUMENT RESUME

ED 391 997 CG 026 808

TITLE	Violence among Children, Adolescents, and Young Adults in Maine: Part II--Recommendations.
INSTITUTION	Maine State Dept. of Human Services, Augusta.
PUB DATE	Dec 94
CONTRACT	MCH-015-10A-2006; MCH-015-10A-2106
NOTE	36p.; Prepared by the Prevention of Youth Violence Work Group.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Adolescents; At Risk Persons; *Crime; Delinquency; Delinquency Causes; Delinquency Prevention; Elementary Secondary Education; *High Risk Students; Juvenile Justice; Preadolescents; Special Needs Students; State Government; State Legislation; State Programs; *Statewide Planning; *Violence; *Youth Problems
IDENTIFIERS	*Maine

ABSTRACT

While violent crime among youth has not reached the epic proportions in Maine that it has elsewhere, there are signs that some youths are already involved in a cycle of violence and many others are at risk. The Maine Bureau of Health convened an interdepartmental work group to study youth violence in 1993 culminating in Part 1 of a two-part report. This report represents specific recommendations to reduce the incidence and impact of youth violence in Maine. The work group operated by establishing four subcommittees with each subcommittee formulating specific recommendations. These recommendations, which include a call for increased interdepartmental coordination and planning of prevention and early intervention programs, coordination of data collection, and public education, are detailed. The unified strategy for legislative action which was developed was: "Establish the Prevention of Youth Violence Work Group as a permanent subcommittee of the Interdepartmental Council (IDC) with responsibility to coordinate all activities related to prevention and intervention in interpersonal youth violence." Six responsibilities of the group are given as well as membership recommendations. (JBJ)

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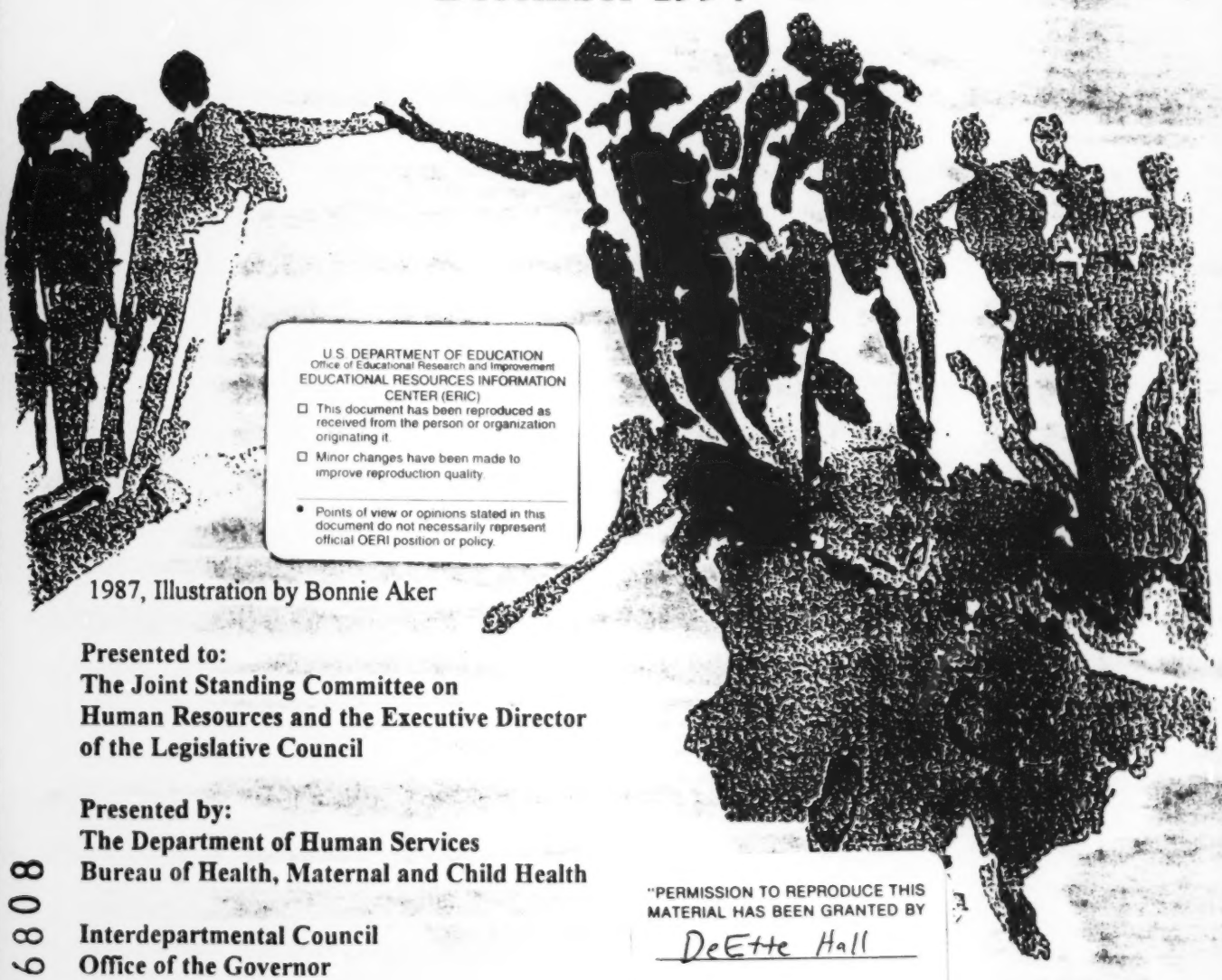
ED 391 997

Violence Among Children, Adolescents, and Young Adults in Maine

PART II - RECOMMENDATIONS
December 1994



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Presented to:
The Joint Standing Committee on Human Resources and the Executive Director of the Legislative Council

Presented by:
The Department of Human Services
Bureau of Health, Maternal and Child Health

Interdepartmental Council
Office of the Governor
Executive Department

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The Office of Data, Research and Vital Statistics assisted with the analysis of data and produced the statistical chart for the report. Illustrations were contributed by Bonnie Acker, an artist who lives in Burlington, Vermont. Thanks are also due to the many individuals who reviewed and commented on work in progress and to our dedicated and hard working support staff.

EXECUTIVE SUMMARY

In response to a resolve passed by the 116th Legislature, the Maine Bureau of Health, Division of Maternal and Child Health in the Department of Human Services convened an interdepartmental work group to study youth violence. The study, conducted during 1993, culminated in the report Violence Among Children, Adolescents, and Young Adults in Maine, Part I, in February 1994. The report described the incidence of youth violence in Maine and made preliminary recommendations. The Prevention of Youth Violence Work Group has continued its work to develop specific recommendations to reduce the incidence and impact of youth violence in the State. These recommendations include a call for increased interdepartmental coordination and planning of prevention and early intervention programs, coordination of data collection, and public education. In recognition of the State's current fiscal situation, the report does not request any new state funds but rather proposes a more efficient use of existing resources.

Children, teens and young adults are at risk of being involved in interpersonal violence in communities across the State. Violence impacts not only the affected individuals and their families, but also their communities and the State as a whole. While violent crime among youth has not reached the epic proportions in Maine that it has elsewhere, there are troubling signs that some of our youth are already involved in a cycle of violence and many others are at risk. The causes of youth violence are multiple and the solutions must employ multiple strategies.

The costs of treating the after effects of violence are enormous and may increase unless Maine implements broad based prevention initiatives. Maine typically spends $37 million a year on foster care, and will spend well over $9 million in fiscal year 1995 on detention of child and adolescent offenders at the Maine Youth Center. The Corrections budget for 1995 is over $62 million. Hospitalization and other health care costs associated with youth violence are staggering. The human costs from violence are incalculable and those are the most compelling.

The Part I report found that data to describe Maine's youth violence problem are lacking in quality, depth and scope. Yet, from the data that are available, we know that significant numbers of Maine youth die from self-inflicted violence, and that many more youth are injured seriously enough, because of self-inflicted or interpersonal violence, to be hospitalized for their injuries. Suicide is the second leading cause of death for Maine's 15 to 24 year olds, a rate above the national average. Child and youth deaths involving firearms are on the rise in Maine. The rate of child firearm deaths rose by 22% between 1980 and 1990, primarily due to an increase in youth suicide with

firearms.[1] We also know that, despite a declining juvenile population, the arrest rate of juveniles for violent crime in Maine is increasing, while the arrest rate for adults has shown a slight decrease.[2] Young males are especially affected by violence and are most frequently the perpetrators of violent acts. Minorities, religious groups, girls and young women, gays and lesbians and individuals with disabilities are often the targets of violent behavior.[3]

We must substantially change the way we work with families and youth. The positive growth and development of children, even in the face of adversity, has been the subject of extensive study. There is a strong body of prevention research which suggests that focusing on the strengths of individuals and families and family involvement in generating solutions may have more of an impact on changing behavior than traditional treatment approaches which focus on problem behaviors.[4] If Maine children are to develop into healthy, productive citizens, community planning and school restructuring efforts must incorporate more primary prevention strategies. The implementation of a comprehensive prevention campaign will require both new strategies and a coordinated approach across disciplines.

Prevention, early intervention, and treatment services are all part of a continuum. All are necessary to address youth violence. In order to stem the rising tide of youth violence among Maine's youth, it is imperative that early identification and intervention services reach children living in neglectful or abusive situations. This will require active commitment, collaboration, and resource coordination from both the public and private sectors, and from youth and families themselves. This level of prevention and intervention is costly. But other alternatives are even more costly.

Violence sells newspapers. Through the media, we are all exposed to the sensationalizing of violence every day. As with messages about sex and alcohol, double messages about violence are sent to youth. Children, particularly those in abusive or neglectful homes, are especially vulnerable to these messages. Fear of becoming a victim of violence is causing adults to push for stricter treatment of offenders. The United States incarcerates more individuals than any other country. However, building more prisons has not and will not significantly reduce youth violence. The U.S. prison population has doubled since 1980, yet violent crime among youth

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[1] Maine Vital Statistics.

[2] Uniform Crime Report and Maine Vital Statistics Data.

[3] American Psychological Association, Violence and Youth: Psychology's Response, Volume 3, 1993.

[4] Hawkins, J.D., et. al. Risk - Focused Prevention. University of Washington, School of Social work, 1992.

continues to increase.[5] Greater awareness of prevention strategies among the public must be engendered through public education. Public education campaigns have proven effective in reducing smoking, drinking and driving, and other behaviors.

All Maine children have the right to be safe and feel safe, whether at home, in school, or in the communities where they live. There is strong consensus at the State and community levels that prevention methods offer hope and promise for the future of our State. It is clear that violence is being committed by young people, against young people, and is being witnessed by young people. There is a sense of urgency by schools and service agencies to address youth violence. The research shows what the risks are, and the evidence proves that prevention is the key. State agencies must work with schools, community agencies, and families and youth to advocate for alternatives to violence as a solution to the inevitable conflicts of daily living.

The Prevention of Youth Violence Work Group developed recommendations by establishing four subcommittees: Prevention, Data, Regulations and Public Education. Subcommittee participation expanded beyond the Work Group to include input from other agency staff. After study and deliberation, each subcommittee formulated recommendations. Although the subcommittees worked independently, similar themes evolved. The recommendations are detailed in full in this report. The following recommendation combines all four recommendations into a strategy for legislative action.

RECOMMENDATION:

Establish the Prevention of Youth Violence Work Group as a permanent subcommittee of the Interdepartmental Council (IDC) with responsibility to coordinate all activities related to prevention and intervention in interpersonal youth violence. These activities now take place within the separate departments of state government.

The responsibilities of the Prevention of Youth Violence Work Group shall include:

- **Review of state policies, procedures and regulations that relate to violence prevention.**
- **Development of recommendations to increase the interdepartmental coordination of programs and activities.**
- **Review of prevention programs and budgets in each state agency.**

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[5] Prothrow - Stith, Deborah, Deadly Consequences, Harper-Collins, Publisher, 1991

- Development and management of systematic data collection to document the incidence and impact of youth violence.

- Increasing the awareness of effective youth violence prevention strategies among policy makers and the public.

- Ensuring that programs are evaluated and that evaluation results are used in planning.

The Work Group shall be comprised of members representing all Departments with interest in youth violence prevention, to include but not be limited to:

Department of Human Services
    Bureau of Health, Child and Family Services, and Medical Services
Department of Education
    Divisions of Instruction, and Special Services
Department of Corrections
    Bureau of Juvenile Corrections, and Information Services
Department of Mental Health and Mental Retardation
    Bureau of Children with Special Needs
Department of Public Safety
    State Police, Criminal Justice Academy, and Criminal Investigation Division
Office of Substance Abuse
    Prevention and Education Division, and Information and Resource Center
Office of the Attorney General
    Civil rights Division

DRAFT LEGISLATION

CHAPTER 437
INTERDEPARTMENTAL COUNCIL

Prevention of Youth Violence Work Group

1. **Establishment.** The Prevention of Youth Violence Work Group is established as a permanent subcommittee of the council and is referred to in this section as the "work group." The work group exists to jointly coordinate all activities related to prevention and intervention in interpersonal youth violence.

2. **Membership**. The work group will include membership from all State Agencies with interest in the issue of preventing youth violence, especially: Department of Human Services (Bureau of Health, Child and Family Services, Medical Services), Department of Education (Division of Instruction, Special Services), Department of Corrections (Bureau of Juvenile Corrections, Information Services), Department of Mental Health / Mental Retardation (Bureau of Children with Special Needs), Office of Substance Abuse (Prevention and Education Division, Information and Resource Center), Public Safety (State Police, Criminal Justice Academy, Criminal Investigation Division), Office of the Attorney General (Civil Rights Division) and other State and/or private sector agencies or individuals, as appropriate.

3. **Responsibilities.** The responsibilities of the work group are as follows:

A. The work group shall develop recommendations to increase the interdepartmental coordination of programs and activities.

B. The work group shall review state policies, procedures and regulations that relate to violence prevention.

C. The work group shall review prevention programs and budgets in each state agency, ensure that programs are evaluated, and that evaluation results are used in planning.

D. The work group shall develop and manage a systematic collection of data that documents the incidence and impact of youth violence.

E. The work group shall increase public awareness of effective youth violence prevention strategies, among policy makers and the public.

BACKGROUND

The 116th Maine State Legislature, concerned about the growing problem of violence among youth, passed a resolve (H.P. 927-L.D. 1250) signed by Governor John McKernan on June 7, 1993. The resolve directed the Department of Human Services, Bureau of Health, Division of Maternal and Child Health, to lead a study of violence among Maine children, youth, and young adults. In response to this resolve, the Division of Maternal and Child Health convened an interdepartmental work group that met from August 1993 through February 1994. The group, called the Prevention of Youth Violence Work Group, defined youth violence for the purposes of the study as "intentional physical acts committed by youth, with or without the use of weapons, that result in physical injury or death to self or to another person". The philosophical mission of the Work Group has been to strive to reduce youth violence, to promote the message that youth violence in our society is not acceptable, that conflict can be resolved by means other than violence, and to hold fast to the belief that violence is preventable if community members work together. For the purposes of this study the Work Group limited its area of concentration to interpersonal violence among youth, in order to define a manageable goal given time and resource limitations.

The Prevention of Youth Violence Work Group presented a report entitled Violence Among Children, Adolescents, and Young Adults in Maine, Part I, to the 116th Legislature in February 1994. The report describes findings from current literature, analyzes available data on the problem, and highlights findings from surveys and interviews conducted with professionals, youth, and parents.

The following summarizes some of the findings from the report:

- Data to describe the problem of violence among youth are limited,
- Available data suggests the problem of violence among youth may be increasing,
- Arrest rates for juvenile violent crimes (murder and nonnegligent manslaughter; manslaughter by negligence; forcible rape; robbery and aggravated assault) have increased,[2]
- Maine youth are engaging in violent and self-destructive behaviors, and
- The majority of professionals contacted perceived that violence was a severe or very severe problem in their communities.

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[2] Uniform Crime Reporting for Maine, Department of Public Safety

In presenting the report to the Human Resources Committee of the 116th Legislature, the Work Group promised to return to the next legislative session with Part II of the report that would describe specific actions that could be taken by the Legislature to reduce the problem of violence among youth.

Between March and December 1994, the Prevention of Youth Violence Work Group met to develop recommendations for Legislative action.

To accomplish the work, subcommittees were formed to concentrate on specific areas. These subcommittees included Data, Primary Prevention, Regulations, and Public Education. Each subcommittee reviewed available information related to its assigned area, developed proposed recommendations, and presented those recommendations to the full Work Group. The draft recommendations were sent to other individuals for review and comments before being adopted by the Work Group.

The recommendations attempt to help frame social policy as it relates to issues of violence among children and youth in Maine. The Work Group recognizes the need for state agencies, educational institutions, local government, organizations, religious organizations, business, parents, adolescents, and other community members to work together to prevent youth violence. However, as a first step, the Work Group directed its effort at developing recommendations for state level implementation and specifically looked at activities needing changes in state statute.

INTRODUCTION

Child development experts agree that children's experiences in the first five years of life greatly influence their success in school and beyond. Children who arrive at school healthy, self-confident, and attached to caring family and friends have a good foundation for positive growth. "Early nurturing is to child development what salt is to baked bread. Salt must be added, mixed in, and baked with the bread. If it is missing in the original recipe it can't simply later be sprinkled on top."[6]

The importance of increasing prevention efforts directed at families, children, and youth cannot be overemphasized. Reaching this goal can be accomplished in part through improved coordination of existing resources. The first step recommended by the Work Group is to assign authority to the interdepartmental council (IDC) for ongoing planning and coordination of violence prevention activities. The second recommendation is to review state agency policies, procedures and regulations.

No one agency working alone will reduce youth violence. Effective collaboration will require communication across language, practice, and regulatory barriers. Coordination among child and family services, public safety, public health, education, substance abuse, mental health, and corrections will play a significant role in the development of an integrated, systematic approach to youth violence prevention.

There is a popular saying, keep doing what you're doing, and you'll keep getting what you're getting. In order to succeed, Maine must substantially alter the approach taken with families, children, and youth. Implementing programs that are directed only at "high risk" youth are less effective because they wait until the unwanted behavior is already being exhibited, making behavior change more difficult. Prevention strategies can have far reaching consequences. Youth who refrain from using violence to solve their problems; who possess respect for self and others; who demonstrate strong communication and decision making skills; and who have learned to control their anger are much less likely to become pregnant, abuse substances, or get involved in other problem behaviors in their teen and young adult years.

Primary prevention strategies have the advantage of being directed at all youth, and impacting whole communities. Maine leaders are already seeing the results of utilizing prevention methods. There are numerous violence prevention school curricula in use in Maine schools and many exciting community programs for families and youth which are being implemented in several areas of the State.

Prevention, early intervention, and treatment services are all necessary to address

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[6]Virginia Protection Newsletter, Commonwealth of Virginia, Department of Social Services

youth violence. Early intervention with young families can significantly reduce the incidence of family violence, a leading precursor to youth violence. Examples of prevention and early intervention services that have demonstrated a positive impact include childbirth and parent education, Head Start, and home visiting programs. After-school and community recreation programs, community policing programs, and family support programs also offer opportunities to create healthy communities. Prevention and intervention efforts must be planned on many levels, include a variety of strategies, and involve youth and adults in the planning process.

A coordinated approach to data collection and analysis is the third recommendation proposed by the work group. All of the Departments and the Office of Substance Abuse have some type of data collection activity in place to collect information on services provided. Each Department has an interest in the data collected by others to assist with determining policy decision making and with resource allocation. Coordination of plans for data system development and identification of ways to share data that will enhance the programmatic and collective knowledge base must be pursued.

The final recommendation recognizes that increasing public awareness is a key factor in addressing youth violence prevention. Through the media, interpersonal violence and aggression are glorified and often not connected to real-life consequences. The attitude which tolerates violence in society and the media, also tolerates violence in the home.

PREVENTION RECOMMENDATION

Background:

In considering the many possible approaches to reducing violence among youth, the subcommittee reviewed the literature regarding programs that impact the problem of youth violence. The group chose to focus on formulating recommendations which would foster institutional change, that is, philosophical and procedural change in the manner that state government interacts within departments, between departments, and with communities. This change should take place within the framework of other significant prevention activities, including primary prevention efforts that incorporate the model of raising resilient children, early intervention activities for families with infants and young children, comprehensive school based health programs providing accessible health services and health education to all students, and community programs. At the community level the shift toward emphasizing primary prevention should be seen as an integral part of changing policies and programs through schools, community agencies, and public services.

Recommendation:

The Interdepartmental Council (IDC), through the Prevention of Youth Violence Work Group, be directed by the Maine State Legislature and given the appropriate authority to coordinate interdepartmentally the activities related to the prevention of interpersonal youth violence. This authority includes the review of each department's prevention activities, collaborative planning, and the ongoing development of recommendations intended to maximize the impact of the collective efforts of multiple disciplines by guiding the State's resources and energies to reach prevention goals consistent throughout State government.

Possible Strategies:

- Assure staff availability in order to implement this recommendation. One program coordinator and a support staff assigned to the Prevention of Youth Violence Work Group will be required. Funding for the program coordinator position has been obtained from the Preventive Health and Health Services Block Grant. Legislative approval of this position, found within the Governor's budget, is needed. Funding for support staff will be sought from participating departments.

- Include, as members in the Prevention of Youth Violence Work Group, all Departments with interest in the issue of preventing youth violence, as identified in the Executive Summary.

- Require state agencies serving families and/or children to review their prevention plans for each upcoming fiscal year with the Prevention of Youth Violence Work Group. The Work Group will identify where efforts among state agencies correspond and overlap and will assist in coordinating those efforts. Interdepartmental collaborative planning and coordination of programs and training will be encouraged throughout this process.

- Identify effective primary prevention and early intervention programs (including suicide prevention) within state agencies, review each state agency's potential role and responsibilities for those programs and strategies, and determine methods to fund and institute those programs.

- Promote a statewide philosophy that encourages the implementation of effective primary prevention strategies.

- Train and provide technical assistance in grant writing for schools and community agencies to increase opportunities to access available state, federal, private, and other funding sources.

- Support community based programs (through private or grant funding) in forming multi-disciplinary task forces to identify risk factors leading to youth violence in their communities, and to plan and implement prevention and intervention activities.

- Work with post secondary schools to incorporate education on risk and protective factors and teach appropriate violence prevention skills across a range of disciplines (e.g. public health, education, social work, criminal justice).

Expected Outcomes:

- Issues of violence prevention among youth will be better coordinated between the Educational Goals 2000 and the Healthy Maine 2000 plans.

- Through interdepartmental efforts, funding will be sought and directed toward school and community programs that incorporates primary prevention principles, teaches violence prevention strategies as part of comprehensive school health education, assists schools in their efforts to develop and implement violence prevention policies and programs, provides support to families to help them prevent interpersonal youth violence, and involves families in youth violence prevention activities.

- Interdepartmental coordination, problem solving, and planning for new initiatives will be shared among departments to better meet community needs.

REGULATION RECOMMENDATION

Background:

In addressing the issue of violence among youth, the Prevention of Youth Violence Work Group explored issues on which public policy and regulations have an impact. The Subcommittee on Regulations began its research by briefly surveying and reviewing the policies and regulations of state agencies as they relate to youth violence. Representatives from the Departments of Mental Health and Mental Retardation, Human Services, Public Safety, Corrections, Education, and the Office of Substance Abuse were interviewed.

The Subcommittee on Regulations found that current programs to prevent youth violence are largely fragmented and uncoordinated. Departments function as separate entities, not as integral parts of a complete prevention system. Particular findings included:

> Categorical funding inhibits the ability to be flexible in using funds to mesh with other funding for the implementation of comprehensive programs.
>
> Multiple departments are dealing with the same children and families with little knowledge of how other departments are involved.
>
> The role of most departments is more concentrated on intervention and treatment, not prevention.
>
> Families and youth are not involved in violence prevention policy and program development.

Due to limited time and resources, the Work Group was unable to fully explore other areas that have potential regulatory and program implications. The group briefly discussed suicide prevention, handgun availability, and toy gun safety.

Suicide is the second leading cause of death among youth in Maine. According to the Maine Youth Risk Behavior Survey, a 1993 statewide survey of youth grades 9 though 12, 11% of high school students and 26% of out-of-school youth had attempted suicide. Regulating the availability of handguns is an important means of reducing the incidence of fatalities due to violence. Both suicides and homicides have increased over recent years as handguns became more accessible to youth. Toy gun safety is another area needing further exploration. Other states have taken action to clearly mark toy guns. Due to the complexity of these issues, the Work Group recommends further study before suggesting specific legislative action.

This committee's recommendation intends to engage departments in a systematic review of current policies and regulations which affect their planning around youth violence prevention.

Recommendation:

To establish an interagency systems approach for the ongoing review of state and grantee agency policies, procedures, and regulations, in order to ensure the coordination of violence prevention and early intervention services.

Possible Strategies:

- Through the IDC, the Prevention of Youth Violence Work Group would establish a mechanism for regulatory and policy review.
- Review categorical funding policies that inhibit collaborative efforts to implement programs.
- Recommend policies that would enhance the coordination of primary prevention efforts.
- Investigate the need to sponsor legislation that reduces the risk of death and injury by protecting children from firearms.
- Further study the need to implement regulatory or policy changes that would reduce the incidence of suicide among youth.

Expected Outcomes:

- A uniform methodology for identification of youth at risk for violence will be developed and implemented.
- The availability of appropriate prevention and intervention services to support youth and families in need will be increased through coordination of departmental programs.
- Service systems will incorporate and integrate proven strategies known to reduce risk and increase protective factors for children and youth.
- Recommendations on policies that reduce youth's access to handguns will be made.

DATA
RECOMMENDATION

BACKGROUND:

Existing data collection systems in Maine are narrowly focused, fragmented, and record only a fraction of the information describing violent behavior and its results. There is little or no information on the characteristics of the perpetrators or victims of violent acts or the circumstances surrounding such acts. Various data systems currently collect information on the most serious crimes, especially those resulting in death. Violent acts which do not result in injury or result in non-fatal injuries are believed to be under-reported to police and under represented in other data sources.

Also unavailable is complete documentation of the costs of violence. Data from crime reports, hospital in- and out-patient records, service agencies, and other sources must be reviewed to calculate the true costs and consequences of violence. Taken together, these data can be used to identify common risk factors, to cross-validate information collected by more than one data source, and to identify which interventions produce the best outcomes.

The Prevention of Youth Violence Work Group conducted a cursory review of the current data systems of each of the participating Departments. Areas of needed improvement were identified. Departments are at various stages of modifying and expanding their management information systems. Participating departmental representatives have identified several key indicators that could be tracked on an ongoing basis.

RECOMMENDATION:

Authorize the ongoing systematic collection of statistical data which document the incidence and impact of youth violence to begin in calendar year 1996.

POSSIBLE STRATEGIES:

- Require State agencies to review data elements to ensure compatibility, usefulness and purpose.

- Require state agencies to submit plans for data collection to the Prevention of Youth Violence Work Group. Plans should include possible methods of sharing data to enhance collective knowledge of the incidence and impact of youth violence.

- Collaborate with management information systems staff to collect and analyze data to: 1) improve documentation of the demographic characteristics of perpetrators and victims of violent behavior, 2) provide more detailed information on the circumstances surrounding the commission of violent acts (e.g. alcohol and drug involvement, type of weapon used), 3) provide background on the factors that lead to the commission of violent acts (e.g. history of family violence, mental disorders,) and 4) evaluate the effectiveness of treatment programs.

- Authorize the use of state and federal funds to develop, modify and expand management information systems at the state and local levels.

- Require the reporting of E-Codes (external cause of injury, e.g. gunshot wound, knife wound) on hospital discharge data. At present, only about 40% of hospital discharge records contain E-codes. With improved coding, it will be possible to document the incidence and costs of hospitalization for self-inflicted and assault injuries.

- Review and analyze available and relevant data on all child deaths and serious childhood injuries resulting from interpersonal and family violence.

- Authorize the Department of Education to collect and release data documenting school violence to the Prevention of Youth Violence Work Group.

- Explore utilizing data from the National Crime Victimization Survey and other sources that collect Maine data to expand our understanding of victims of juvenile violence.

- Disseminate statistical information to increase public and professionals' awareness of the occurrence and consequences of youth violence in Maine.

Expected Outcomes:

- Improved data collection and analysis could increase understanding of youth violence in the state, improve measurement of trends in the occurrence of violent behavior, aid in designing effective youth violence prevention and intervention strategies, and lead to improved policy decision making.

PUBLIC EDUCATION RECOMMENDATION

BACKGROUND:

In Part I of this study, among the most frequently mentioned challenges to reducing youth violence were a general lack of knowledge or awareness of the extent of violence; a denial, by all types of people, that youth violence exists in Maine; and a misunderstanding held by many that violence can be eliminated with short-term solutions.

Violence sells newspapers; we are all exposed to the sensationalizing of violence every day. Fear of becoming a victim of violence is pushing the public to urge policy makers to enact more stringent punishment for criminal behavior. While there is a role for punishment in society, punishment strategies alone have not and will not significantly reduce the problem of youth violence. Public education campaigns have proven effective in reducing smoking, drinking and driving, and other issues. Greater awareness of the impact of prevention would increase the knowledge that prevention strategies can save lives and dollars.

The U.S. ranks first among industrialized nations in the rate of violence related deaths.[5] Americans embrace violence as part of our culture. Interpersonal violence and aggression are glorified in the media and sports. Violence is accepted as the way to solve disputes. As with message about sex and alcohol, double messages about violence are sent to our youth.

Young males are especially affected by violence and are most frequently the perpetrators of violent acts. Minorities, religious groups, girls and young women, gay and lesbians, and individuals with disabilities are often the targets of violent behavior.

Witnessing and experiencing violence influence children's perceptions of this behavior. Through the media, many children are exposed to unhealthful levels of violence.[7] Parents and other adults need to increase their understanding of the affects of exposure to violence for children.

RECOMMENDATION: Increase awareness of effective youth violence prevention strategies among policy makers and the public.

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[5]Prothrow-Stith, Deborah, Deadly Consequences, Harper-Collins, Publisher, 1991

[7]Gerbner, Gross, L., Signorelli, N., Morgan, M., "Television's Mean World: Violence Profile No. 14-15," the Annenberg School of Communications, University of PA

POSSIBLE STRATEGIES:

- Publicize the accomplishments of school, community, and family support programs.
- Keep policy makers informed by routinely submitting data on the nature and extent of youth violence and its effects.
- Provide public education to increase knowledge of the risk factors leading to youth violence and of violence prevention strategies.
- Work with the media to inform the public about the causes and prevention of youth violence.
- Study, over time, public perception of violence among youth.

Expected Outcomes:

- Awareness of the prevalence of youth violence and the importance of prevention strategies will be increased.
- Public support for prevention will be increased.
- Respect for the diversity of all individuals who make up our communities regardless of gender, sexual preference, race, religion, age, national origin, or handicap will be increased.

APPENDIX

Glossary of Terms A-1

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GLOSSARY OF TERMS

'At-Risk' - the identification of individuals or groups of individuals deemed by circumstance to be at greater vulnerability for a particular problem than the general population.

Community Policing - a partnership between the police and community to develop strategies to reduce crime and improve the quality of life.

Interdepartmental Council - chaired by a staff member of the Governor's office and composed of the Commissioners of the Departments of Corrections, Education, Human Services, Mental Health and Mental Retardation, and the Director of the Office of Substance Abuse. The mission of the council is to encourage a statewide system of coordinated services that meets the needs of Maine children and families.

Intervention - services administered to individuals who have demonstrated minimal signs or symptoms of a problem, in order to return those individuals to a healthy status.

Management Information System - a system, usually electronic, that organizes data in a manner helpful to the user of that data.

Primary Prevention - strategies directed at individuals to enhance resiliency factors and minimize risk factors.

Protective Factors - those elements, proven by research, to influence or buffer children from the full impact of life stresses and other risk factors. These include but are not limited to: having a relationship with caring and supportive individuals, high expectations, acquisition of life skills, and opportunities for meaningful participation.

Resiliency - the ability to 'bounce back' to healthy behaviors despite detrimental environmental, physical, or other hardships.

Youth Violence - defined for this study as the intentional physical acts committed by youth, with or without the use of weapons, which result in physical injury or death to self or another person.

Violent Crime - as defined by the Uniform Crime Reporting System includes murder, manslaughter, forcible rape, aggravated assault, and robbery.

Violent Crime Rate - calculated based on the number of arrests per 100,000 population.

POTENTIAL SOURCES OF FUNDING

Centers for Disease Control and Prevention - The national Public Health Service periodically awards grants to state health department to develop and implement violence prevention programs and/or to conduct research. Grant awards are highly competitive and funding allocations are uncertain year to year.

Edward Byrne Memorial Fund - Congress authorized funds through the Anti-Drug Abuse Act of 1988. Administered at the federal level by the Bureau of Justice Assistance, US Department of Justice. Formula funding is provided to states and in Maine is administered by the Justice Assistance Council. Competitive grant funds are provided to states and local organizations based on categories of priority. Programs provided through these funds include community policing and the multi jurisdictional task force.

General Fund - State allocations of public funds which require a legislative appropriation.

Improving America's School Act - Federal allocation provided to the Department of Education for the purpose of carrying out the Education Goals 2000.

Individuals with Disabilities Education Act - Federal funding provided on a formula grant basis to states to provide special education and related services to students with disabilities.

Maternal and Child Health Block Grant - Federal funding from the Maternal and Child Health Bureau provided to states through an allocation formula for the purposes of promoting the health of mothers, infants, children, and adolescents.

Office of Juvenile Justice Delinquency Prevention - Formula grant provided to states. Maine's funds are administered by the Juvenile Justice Advisory Group. Most of these funds are provided to local communities for prevention activities and other programs as identified in the Juvenile Justice plan.

Preventive Health and Health Services Block Grant - Federal block grant from the Centers for Disease Control provided to states. Provides funding for implementing health promotion and disease prevention programs that address Healthy People 2000 Goals. The State's Preventive Health Advisory Committee recommends the use of these funds to support preventive health activities.

Private Foundations - A variety of private foundations exist to provide funding for worthy endeavors. Purpose and focus vary by foundation.

Safe and Drug Free Schools and Communities Act of 1994 - In FY 1995 Maine received over $1.8 million in federal Drug Free Schools funds. Of this amount, over $435,000 is the Governor's portion administered and implemented by the Office of Substance Abuse. The amount of over $1.2 million flows through to local school systems; the remainder is for program administration and other required program activities. This amount is administered by the Department of Education and implemented through the Office of Substance Abuse. All of the federal grant money that flows through the Department of Education and Office of Substance Abuse for the Safe and Drug Free Schools program must be targeted for both violence and substance abuse prevention and intervention programs in local schools and communities.

State Programs of Regional and National Significance (SPRANS) - Federal grants periodically available from the Maternal and Children Health Bureau for demonstration grants to improve the health of mothers, infants, children, and adolescents. The focus of these grants is determined annually by the Bureau.

The Violence Control and Law Enforcement Act of 1994 - Recently signed by President Clinton, designed to reduce criminal activity, funding to states for criminal justice activities and prevention.

Departmental Youth Violence Data Collection Activities

Department of Human Services, Bureau of Health, Division of Maternal and Child Health (DMCH) is developing a personal computer based data system in response to Federal Maternal and Child Health Bureau grant requirements. This system should be in place by 1996 and will collect aggregate information on all clients served by DMCH funded programs statewide. The DMCH periodically conducts surveys of youth, schools, and service providers to collect data on the incidence and impact of youth violence.

The Department of Education per The Safe and Drug Free Schools and Communities Act of 1994 will collect local school report statistics on violent acts committed by school students beginning in September of 1995. The Department of Education is considering how best to develop and implement this monitoring system. No additional federal funding was provided to create a reporting system. The Department also conducts an annual survey of youth "risk" behaviors of in and out of school youth.

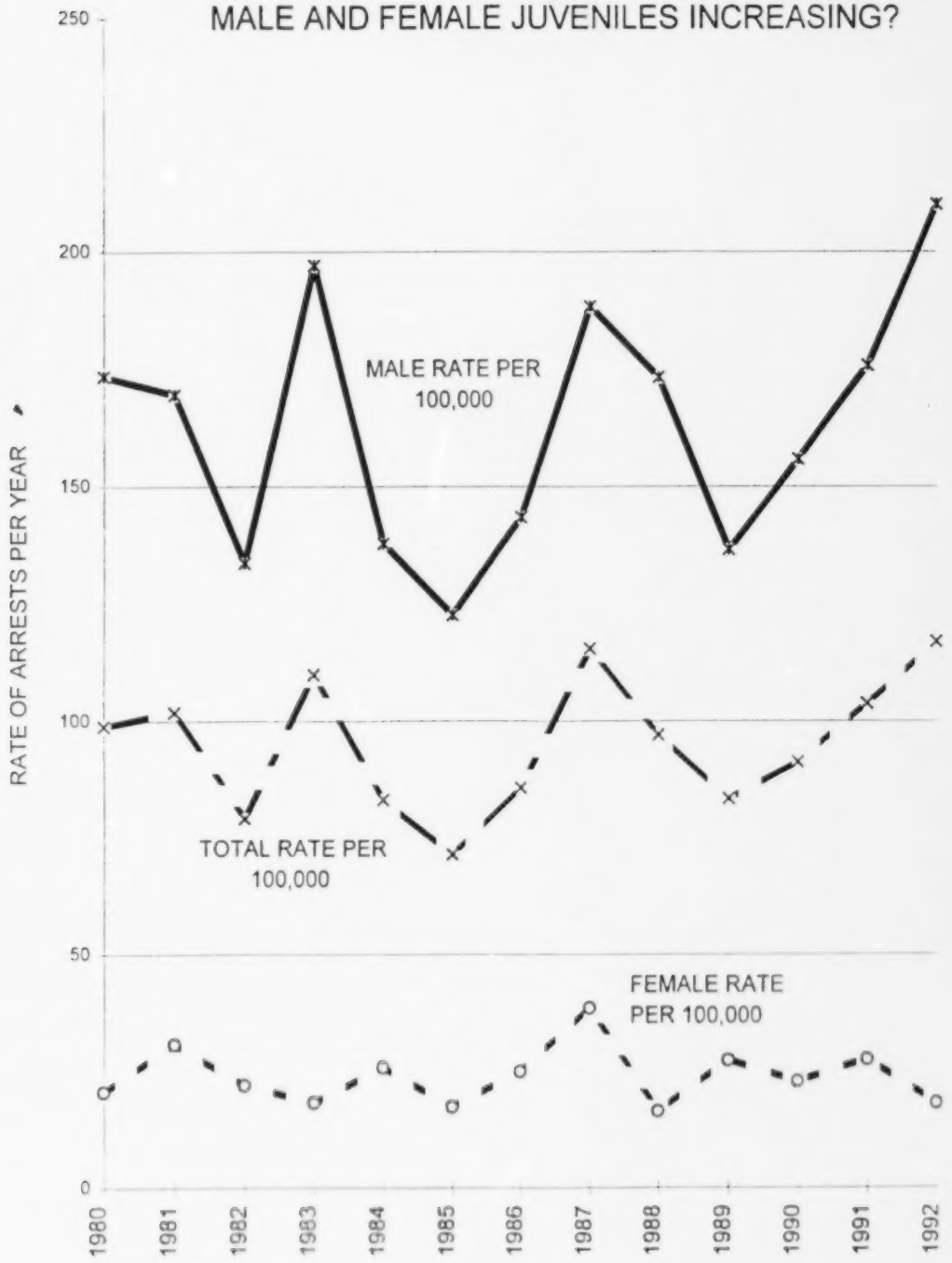
The Office of Substance Abuse supports research initiatives to study the role of substance use and abuse in violence.

The Department of Mental Health and Mental Retardation, Bureau of Children With Special Health Needs, has obtained two federal grants which contain new resources for expanding data collection on children in treatment who have serious emotional disorders (e.g conduct disorders, depression).

The Department of Public Safety, the coordinator for the Uniform Crime Reporting System, is currently promoting a program to expand and enhance its program of crime data collection. The National Incident Based Reporting System (NIBS) will provide police administrators who adopt it the ability to identify increased information on the characteristics of violent crime perpetrators and victims.

Maine Kids Count, funded by the Annie E. Casie Foundation, is developing key indicators of child health and will gather and publish an annual status report on the well-being of Maine children. While some of these indicators will be relevant to child and youth violence incidence, there are no funds appropriated within the grant to create a flexible, interactive system which could be queried for in-depth information on youth violence.

IS THE RATE OF VIOLENT CRIME ARRESTS AMONG MALE AND FEMALE JUVENILES INCREASING?



SOURCE OF DATA: UNIFORM CRIME REPORT

ARRESTSA ON 13-011A

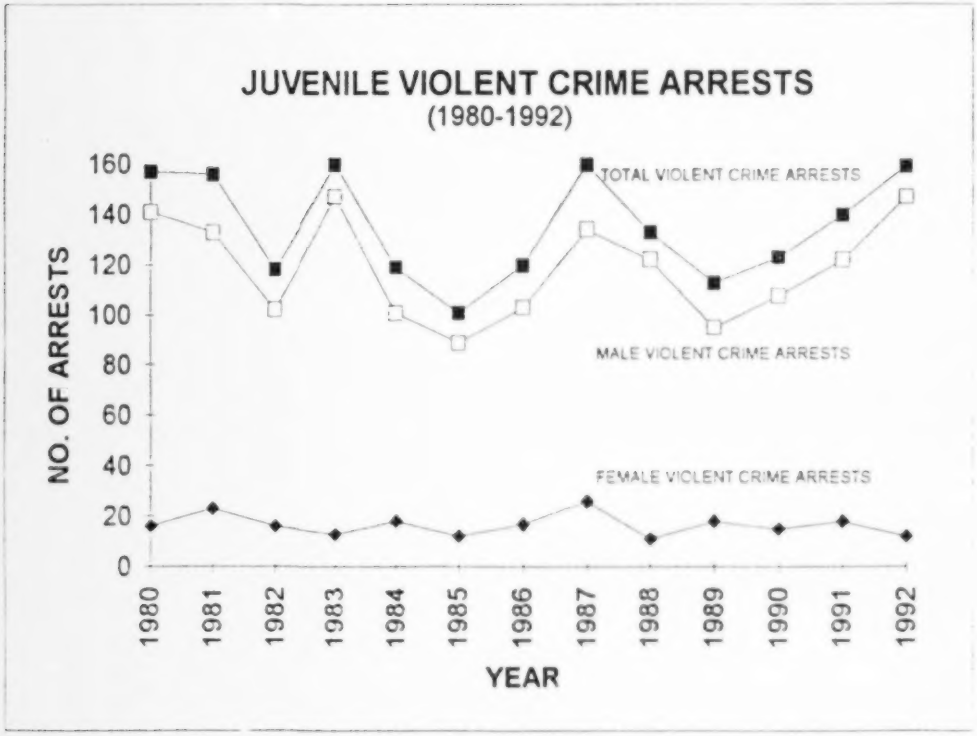
MAINE DEPT OF HUMAN SERVICES
OFFICE OF DATA, RESEARCH, AND VITAL STSTISTICS

OCTOBER 20, 1994

JUVENILE VIOLENT CRIME ARRESTS

UNIFORM CRIME REPORT DATA

YEAR	TOTAL	MALE	FEMALE
1980	157	141	16
1981	156	133	23
1982	118	102	16
1983	160	147	13
1984	119	101	18
1985	101	89	12
1986	120	103	17
1987	160	134	26
1988	133	122	11
1989	113	95	18
1990	123	108	15
1991	140	122	18
1992	159	147	12



THE FOLLOWING OFFENSES ARE CLASSIFIED AS VIOLENT CRIMES:

- MURDER AND NONNEGLIGENT MANSLAUGHTER
- MANSLAUGHTER BY NEGLIGENCE
- FORCEABLE RAPE
- ROBBERY
- AGGRAVATED ASSAULT

MAINE YOUTH POPULATION TABLE

ESTIMATED POPULATION AGED 10-17 YEARS
BY GENDER
(Maine, 1981-1989 and 1991-1992)

ESTIMATE DATE	* * * POPULATION AGED 10-17 YEARS * * * TOTAL	Male	Female
4/1/1980 (Census)	158,730	81,244	77,486
7/1/1981	153,081	78,390	74,691
7/1/1982	148,997	76,337	72,660
7/1/1983	145,569	74,614	70,955
7/1/1984	143,024	73,343	69,681
7/1/1985	141,453	72,571	68,882
7/1/1986	139,900	71,808	68,092
7/1/1987	138,591	71,170	67,421
7/1/1988	137,027	70,400	66,627
7/1/1989	135,410	69,604	65,806
4/1/1990 (Census)	134,781	69,305	65,476
7/1/1991*	134,901	69,373	65,528
7/1/1992*	136,040	69,955	66,085

*Federal postcensal estimates. All other estimates are intercensal estimates prepared by the Office of Data, Research and Vital Statistics.

Maine Department of Human Services
Bureau of Health
Office of Data, Research and Vital Statistics
February, 1994

[POP10_17.TAB]

SAFE AND DRUG FREE SCHOOLS ACT

As part of the new requirements under the 1994 Safe and Drug Free Schools Act, the Department of Education must collect data from locals schools beginning the 1995-96 school year.

Data to be collected from the local schools includes:

"(I) rates of alcohol or drug use among youth;
"(II) rates of victimization of youth by violence and crime;
"(III) rates of arrests and convictions of youth for violent or drug- or alcohol-related crime;
"(IV) the extent of illegal gang activity;
"(V) incidence of violence associated with prejudice and intolerance;
"(VI) rates of referrals of youths to drug and alcohol abuse treatment and rehabilitations programs;
"(VII) rates of referrals of youths to juvenile court;
"(VIII) rates of expulsions and suspensions of students from schools; and
"(IX) rates of reported cases of child abuse and domestic violence."

Under Section 1032 of the GOALS 2000 legislation, schools receiving funds under the newly re-authorized Elementary and Secondary Education Act of 1994, must have in effect "a policy requiring the expulsion from school for a period of not less than one year any student who is determined to have brought a weapon to...school". The policy can allow the chief administrator to modify the expulsion requirement on a case-by-case basis. It is not clear how schools should reconcile this provision with the US Department of Education's position that a child with disabilities who engages in dangerous behavior, such as bringing weapons to school, must be provided educational services regardless of the misconduct's relationship to the disability. Local schools applying for Elementary and Secondary Education Act funds must provide to the State an assurance that such a weapons policy is in place, a description of the circumstances of any expulsions imposed under the policy which includes the name of the school concerned, the number of students expelled, and the types of weapons involved.

EDUCATE AMERICA 2000 ACT

National Education Goal 7

By the year 2000, every school in the United States will be free of drugs, violence, and the unauthorized presence of firearms and alcohol and will offer a disciplined environment conductive to learning.

Objectives:

- Every school will implement a firm and fair policy on use, possession, and distribution of drugs and alcohol.
- Parents, businesses, governmental and community organizations will work together to ensure the rights of students to study in a safe and secure environment that is free of drugs and crime, and that schools provide a healthy environment and are a safe haven for all children.
- Every local educational agency will develop and implement a policy to ensure that all schools are free of violence and the unauthorized presence of weapons.
- Every local educational agency will develop a sequential, comprehensive kindergarten through twelfth grade drug and alcohol prevention education program.
- Drug and alcohol curriculum should be taught as a integral part of sequential, comprehensive health education.
- Community-based teams should be organized to provide students and teachers with needed support.
- Every school should work to eliminate sexual harassment.

THE VIOLENCE CONTROL AND LAW ENFORCEMENT ACT OF 1994

The crime law signed by President Clinton includes some funding allocated, but not yet appropriated, to prevention programs.

- Community-based justice grants for prosecutors, which will be allotted $50 million over 5 years, will include programs to treat victims of child abuse (administered by the Department of Justice).

- $162 billion over 5 years is authorized for the Local Partnership Act, which would include funds for substance abuse treatment (administered by the Department of Housing and Urban Development).

- $377 million over 5 years is authorized for Local Crime Prevention Block Grant, including programs for education, training, research, prevention, treatment and rehabilitation programs to prevent juvenile violence, juvenile gangs, and the use and sale of illegal drugs by juveniles (administered by the Department of Justice).

- $90 million over 6 years authorized for Ounce of Prevention Council, which will include funds for prevention and treatment programs to reduce substance abuse, child abuse, and adolescent pregnancy. The Council includes the Attorney General, the Secretaries of Education, Health and Human Services, Housing and Urban Development, Labor, Agriculture, Treasury and the Interior, and the Director of the Office of National Drug Control Policy.

- $567 million over 6 years authorized for Community Schools Youth Services and Supervision Grant Program to fund activities including extracurricular and academic programs that may include health programs (administered by the Department of Health and Human Services).

- $243 million over 6 years authorized for activities to improve the academic and social development of at-risk children who reside in areas with significant poverty and violent crime. Activities may include nutrition services, family counseling, and parent training programs (administered by the Department of Education).

- $270 million over 5 years authorized for residential substance abuse treatment programs for state prisoners (administered by the Department of Justice).

- $800 million over 5 years authorized to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women, and to develop and strengthen victim services in cases involving violent crimes against women. This includes developing, enlarging or strengthening relevant victim services programs (administered by the Department of Justice).

- $205 million over 5 years authorized for rape prevention and education programs (administered by the Department of Health and Human Services).

- $30 million over 3 years authorized for street-based outreach and education, including treatment, counseling, provision of information, and referrals for runaway, homeless, and street youth who have been or are at risk of being subjected to sexual abuse (administered by the Department of Health and Human Services).

- $2.6 million over 4 years authorized for National Domestic Violence Hotline (administered by the Department of Health and Human Services).

- $10 million over 2 years authorized for community programs on domestic violence, including local projects that involve various sectors, such as health care providers, to develop a coordinated community plan for intervention and prevention of domestic violence (administered by the Department of Health and Human Services).

- $400,000 for FY 1996 for 4 model programs for the education of young people about domestic violence and violence among intimate partners, with each program addressing a different audience: primary schools, middle schools, secondary schools and institutions of higher education (administered by the Department of Health and Human Services).

- $30 million over 3 years authorized for rural domestic violence and child abuse enforcement, including treatment and counseling to victims of domestic violence and abuse (administered by the Department of Justice).

- $325 million over 5 years in grants for battered women's shelters (administered by the Department of Health and Human Services).

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Study Funded by MCH Block Grant

015-10A-2006
015-10A-2106

DEPARTMENT OF HUMAN SERVICES
MAINE

John H. McKernan, Jr
Governor

Jane Sheehan
Commissioner

In accordance with title VI of the Civil Rights Act of 1964, as amended by the Civil Rights Restoration Act of 1991 (42 U.S.C. §1981, 2000e et seq.), Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S. §794), the Age Discrimination Act of 1975, as amended (42 U.S.C. §6101 et seq.), Title II of the Americans with Disabilities Act of 1990 (42 U.S.C. §12101 et seq.) and Title IX of the Education Amendments of 1972, the Maine Department of Human Services does not discriminate on the basis of sex, race, color, national origin, disability or age in admission or access to or treatment or employment in its programs and activities.

Ann Twombly, Affirmative Action Coordinator, has been designated to coordinate our efforts to comply with the U.S. Department of Health and Human services regulations (45 C.F.R. Parts 80, 84, and 91) and the U.S. Department of Education regulations (34 C.F.R., Part 106) implementing these Federal laws. Inquiries concerning the application of these regulations and our grievance procedures for resolution of complaints alleging discrimination may be referred to Ann Twombly at 221 State Street, Augusta, ME 04333, Telephone number: (207) 287-3488 (Voice) or 1-800-332-1003 (TDD), or the Assistant Secretary of the Office of Civil Rights, Washington, D.C.